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ABSTRACT

A study explored the extent to which 154 federal programs that provide employment training assistance overlap in the populations targeted and services provided and whether such overlap has any potentially adverse effects. The research was conducted in the following ways: categorizing the 154 programs by the primary target populations served; reviewing the authorized services for the 9 programs that targeted the economically disadvantaged; examining whether these programs had similar goals and structures for delivering services; and identifying the administrative costs. The nine programs were as follows: Job Training Partnership Act (Adult, State Education, and Incentive Grants programs), Job Opportunities and Basic Skills Program, Food Stamp Employment and Training, Vocational Education, Employment Opportunity Centers, Student Literacy and Mentoring Corps, and Family Self-Sufficiency Program. Many federal employment training programs targeted the same populations; the overlap ranged from a low of 4 to a high of 18 programs. Individually, each employment training program generally had a well-intended purpose; collectively, they created the potential for duplication of effort, raising questions concerning the administrative costs associated with the multitude of federal, state, and local agencies involved in their operation. Analysis of the nine programs that targeted the economically disadvantaged showed they had similar goals, often served the same categories of people, and provided many of the same services using separate, yet parallel, delivery structures. The overlap could add unnecessary administrative costs at each level of government. (Appendixes include federal employment and training programs proposed funding levels by agency, comparison of authorized employment training services by five main areas for the nine programs, and descriptions of the programs.) (YLB)

ED 367 826

United States General Accounting Office

GAO

Report to the Ranking Minority Member, Committee on Appropriations, U.S. Senate

January 1994

MULTIPLE EMPLOYMENT TRAINING PROGRAMS

Overlapping Programs Can Add Unnecessary Administrative Costs

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United States
General Accounting Office
Washington, D.C. 20548

Health, Education, and
Human Services Division

B-252883

January 28, 1994

The Honorable Mark O. Hatfield
Ranking Minority Member
Committee on Appropriations
United States Senate

Dear Senator Hatfield:

The challenges posed by increased global competition and a changing U.S. economy call for a renewed commitment to invest in the American workforce. The federal government's effort to meet this commitment has been to (1) increase the investment in a wide array of programs that target people experiencing barriers to employment and (2) add other new programs, for example, to facilitate the transition from school to work or assist more dislocated workers to find new jobs. Our analysis[1] of the President's proposed fiscal year 1994 budget identified at least 154 federal programs that will spend an estimated $25 billion on employment training assistance.[2]

Because of your concern that this large number of programs creates the potential for wasteful overlap, you asked us to provide information on federal employment training assistance. Specifically, you asked us to determine (1) the extent to which programs overlap in the populations targeted and services provided and (2) whether such overlap has any potentially adverse effects.

To identify the extent to which programs serving the same target populations overlap in the services they offer, we categorized the 154 programs by the primary target populations served. We then reviewed the authorized services for the 9 programs that target the economically

[1]Multiple Employment Programs: National Employment Strategy Needed (GAO/T-HRD-93-27, June 18, 1993).

[2]Appendix I alphabetically lists each of the 154 programs and proposed funding, for fiscal year 1994, by federal department or agency. As used in this report, "employment training program" refers to those programs and related funding streams that provide assistance to adults and out-of-school youth that enhance individual skills or employment opportunities.

disadvantaged.[3] We selected the economically disadvantaged target group because of the increased attention being paid to helping this group enter the mainstream workforce and thus become more self-sufficient. In addition to identifying the services authorized, we also sought to determine whether these programs had similar goals and structures for delivering services to this target group. Finally, as part of our analysis, we sought to determine the administrative costs associated with overlapping programs. While we could not readily quantify these costs, we identified how overlapping programs can add to administrative costs at the federal, state, and local levels.

In addition to this report, we are issuing today another report concerning problems with the current fragmented "system" of multiple employment training programs. That report, Multiple Employment Training Programs: Conflicting Requirements Hamper Delivery of Services (GAO/HEHS-94-78, Jan. 28,1994), concerns the extent to which differences in eligibility criteria and annual operating cycles hamper the ability of employment training programs to provide needed services. We also have other ongoing work that (1) concerns the extent to which federal agencies know whether their employment training programs are effective in helping participants compete in the workforce and (2) addresses the need for a major overhaul of the entire federal employment training system.

Background

Unemployment statistics show that at least 9.4 million people of work age were unemployed at some point during 1992, and others were trying to enter the workforce for the first time. While many of these people were successful at finding jobs, others had a more difficult time. Among those groups with the highest unemployment were youth—who experienced an unemployment rate almost three times the national average. On average, over 1.3 million [illegible] between the ages of 16 and 19 were unemployed each month in 1992. Large numbers of the economically disadvantaged also had difficulty finding jobs. Of the 4.8 million families on Aid to Families With Dependent Children (AFDC) each month, about 8 percent of the adults worked in 1992. Other groups, such as Native Americans, migrants, and older workers, also had a difficult time finding jobs.

[3]Prior work had identified 65 programs that can provide assistance to the economically disadvantaged, but we focused our analysis on the 9 programs that specifically target the economically disadvantaged as their primary client base. These 9 programs include three funding streams authorized by the Job Training and Partnership Act (JTPA)—(1) the basic JTPA Title IIA Adult program, (2) JTPA IIA State Education Coordination Grants, (3) JTPA IIA Incentive Grants and six other programs, (4) Job Opportunities and Basic Skills (JOBS), (5) Food Stamp Employment and Training, (6) Vocational Education (Voc Ed), (7) Educational Opportunity Centers (EOC), (8) Student Literacy and Mentoring Corps (SLMC), and (9) Family Self-Sufficiency (FSS). For a description of each program see appendix III.

To help people from these groups find a place in the workforce, the federal government has created a variety of programs that work with state and local governments to provide people assistance in five basic areas: (1) counseling and assessment, (2) remedial education, (3) vocational skills training, (4) placement assistance, and (5) support services.

Results in Brief

Many federal employment training programs target the same populations. The overlap in client groups targeted by federal programs ranged from a low of 4 programs each, serving refugees and older workers, to a high of 18 programs, serving veterans. When looked at individually, each employment training program generally has a well-intended purpose. However, collectively these programs create the potential for duplication of effort, raising questions concerning the administrative costs associated with the multitude of federal, state, and local agencies involved in operating these programs.

Our analysis of the nine programs that targeted the economically disadvantaged showed those programs had similar goals, often served the same categories of people, and provided many of the same services using separate, yet parallel, delivery structures. This overlap can add unnecessary administrative costs at each level of government—federal, state, and local.

Programs Often Target the Same Populations and Have Similar Goals

Many federal employment training programs target the same client populations. We identified 10 target populations that are served by more than one federal employment training program. As shown in table 1, veterans are targeted by the largest number of programs (18), while other populations, such as youth, Native Americans, the economically disadvantaged, and dislocated workers, are also frequently targeted by several programs.

Table 1: Many Programs Serve the Same Target Group

Target group	Programs	Fiscal year 1994 proposed funding (in millions)
Veterans	18	$ 1,584.4
Youth	16	4,047.8
Native Americans	10	114.0
Economically disadvantaged	9	2,661.6
Dislocated workers	9	855.5
Homeless	6	244.8
Women/minorities	6	89.8
Migrant	5	92.6
Older workers	4	568.2
Refugee	4	946.8
Programs not classified[a]	67	13,632.2
Total	**154**	**$ 24,837.7**

[a]Programs not classified include those that (1) do not target any specific group, such as the Employment Service and direct financial aid programs, and (2) target geographic areas rather than populations or other miscellaneous programs, such as Labor's Federal Bonding program, which provides financial bonds as insurance to encourage employers to hire high-risk applicants, like ex-offenders or former drug addicts.

Further analysis of the nine programs that target the economically disadvantaged also showed much overlap in the goals of these programs. As shown in table 2, all of the programs targeting the economically disadvantaged have the goal of enhancing participation of clients in the workforce, and four programs—the Job Training Partnership Act (JTPA), Job Opportunities and Basic Skills (JOBS), Food Stamp and Employment Training (Food Stamp E&T), and Family Self-Sufficiency (FSS)—specifically mention the reduction in welfare dependency as a primary program goal.

Table 2: Many Programs Serving the Economically Disadvantaged Have Similar Goals

Program	Goals	
	(1) Enhance workforce participation	(2) Reduce welfare dependency
JTPA (3 programs)[a]	Yes	Yes
JOBS	Yes	Yes
Food Stamp E&T	Yes	Yes
Family Self-Sufficiency	Yes	Yes
Vocational Education	Yes	No
Employment Opportunity Centers	Yes	No
Student Literacy and Mentoring Corps	Yes	No

[a]Three JTPA IIA programs—the Adult, State Education, and Incentive Grant programs—have the same goals.

Given the similarity in the goals of these federal programs, it is not unusual that they often overlap in serving the same categories of clients.[4] For example, although the Health and Human Services' (HHS) JOBS program was created to help AFDC recipients, Labor's JTPA program[5] also served over 136,000 AFDC recipients in 1991. Similarly, while the Department of Agriculture's Food Stamp E&T program was created to help Food Stamp recipients, Labor's JTPA program served over 100,000 Food Stamp recipients in 1991. Such overlap is likely to increase as the 1992 JTPA amendments are implemented, emphasizing services to more of the hard-to-serve members of the economically disadvantaged population.

[4]This is not meant to imply that the clients are receiving the same service, like classroom training, from two separate programs.

[5]The JTPA data shown include both adult and youth populations. Recent JTPA amendments split the IIA program, starting in program year 1993, into separate adult and youth programs.

Many of the Programs Serving the Economically Disadvantaged Provide the Same Services and Use Parallel Delivery Structures

We found that the nine federal employment training programs targeting the economically disadvantaged provide many of the same services. They also fund separate and parallel administrative structures to deliver those services. Of the 27 possible types of services offered by federal employment training programs for the economically disadvantaged, JTPA offers the most—24. However, the overlap in those 24 services by other programs is significant. As shown in table 3, the JOBS program provides 17 of the same services as JTPA and the Food Stamp E&T program overlaps with JTPA on 18 services. These three programs account for about 72 percent of the funding for this target population.[6]

Table 3: Extent to Which Other Federal Programs Serving the Economically Disadvantaged Overlap JTPA's 24 Services

Program	Services that overlap JTPA's services
JOBS	17
Food Stamp E&T	18
Vocational Education	15
Employment Opportunity Centers	5
Student Literacy and Mentoring Corps	6
Family Self-Sufficiency	[a]

[a]The Family Self-Sufficiency program is authorized to provide any of the same services as other federal employment training programs; however, services are paid for by other programs, such as JOBS and JTPA. Federal funds may be used to cover local administrative costs.

For example, when looking at the overlap in one of the five main service areas, vocational skill training (see table 4), we found that JTPA, JOBS, and Food Stamp E&T all offer classroom training and on-the-job-training. In addition, the JTPA and Food Stamp E&T programs both offer employer-specific training and technical assistance, and the JOBS program and the Food Stamp E&T program both offer workfare.[7]

[6]Appendix III provides more detail on the services offered in the five main areas for the nine programs that target the economically disadvantaged.

[7]Workfare is any work performed in a public service capacity as a condition of welfare eligibility.

Table 4: Programs Serving the Economically Disadvantaged Overlap in Vocational Skills Training Activities

Program	Classroom training	On-the-job training	Employer-specific training	Workfare
JTPA	X	X	X	
JOBS	X	X		X
Food Stamp E&T	X	X	X	X
Vocational Education	X	X	X	
Family Self-Sufficiency	X	X	X	X
Student Literacy and Mentoring Corps	X			
Employment Opportunity Centers				
Total	**6**	**5**	**4**	**3**

In addition to overlapping services, we found that programs fund similar, often parallel, administrative structures to deliver those services. For example, the JTPA program funds about 630 service delivery areas (SDAs) created to administer the delivery of services at the local level. The JOBS and Food Stamp E&T programs also both fund numerous local offices, usually using networks of state and, sometimes, county-run welfare offices to administer the delivery of program services at the local level. Finally, the newer FSS program, administered by the Department of Housing and Urban Development (HUD), bypasses all of these structures to create another service delivery structure at the local level, using local public housing authorities.

Concerns about programs that use parallel administrative structures to provide similar or overlapping services have led to recommendations that all federal employment training programs for the economically disadvantaged be consolidated. The National Commission for Employment Policy[8] and the Welfare Simplification and Coordination Advisory Committee[9] expressed concern that the existing structure of employment training programs actually acted as barriers to clients trying to gain access. As a result, in September 1991, the National Commission recommended to the President the consolidation of the many federal employment training programs for the economically disadvantaged. In addition, in June 1993,

[8]The National Commission for Employment Policy is an independent federal agency funded through the Department of Labor. Its 15 members are appointed by the President to broadly represent cross sections of the nation concerned with employment and training matters.

[9]The Welfare Simplification and Coordination Advisory Committee was established by Congress in 1990 (P.L.101-624) to examine barriers to program participation and reasons for those barriers in four major federal assistance programs—AFDC, Food Stamps, Medicaid, and housing assistance programs.

the Welfare Simplification Committee issued its report on welfare reform, in which it adopted the same recommendation, concluding, "The current programs should be scrapped, in lieu of one comprehensive program...."

Overlap Among Programs Serving the Economically Disadvantaged Can Increase Administrative Costs

Looking at the nine programs that primarily target the economically disadvantaged, we found five different federal departments—Agriculture, Education, HHS, HUD, and Labor—involved in providing staff and other resources, both at headquarters and regional locations, to administer, monitor, and review the separate programs. How much money is spent on the administration of these programs can not readily be quantified. Of the approximately $2.7 billion spent annually on employment training assistance for the economically disadvantaged, estimates range as low as 7 percent for some programs to as high as 15 or 20 percent for others. Both the National Commission and the Welfare Simplification Committee agree that substantial savings could be realized if programs, to deliver services, did not operate independently and support separate administrative structures. The Welfare Simplification Committee report concluded, "Eliminating duplicate bureaucracies will reduce administrative costs, saving money that can be used, instead, for client services."

We did not determine the amount of administrative costs that could be saved at the federal level, but we believe they could be substantial, given the many separate agencies and offices currently involved in administering programs. Although consolidating programs has the potential to reduce costs, agencies would need to provide adequate administrative support in their remaining programs to serve any resulting expansion in caseloads. For example, if two programs were consolidated into one, there would not necessarily be a 50 percent reduction in administrative support costs, since the remaining program would have to handle the caseloads of both programs.

Eliminating the need for separate staffs to administer, monitor, and evaluate programs at the state and local levels also could save resources. For example, to help reduce overlap among federal programs, some state officials have decided that the JTPA, JOBS, and the Food Stamp E&T programs are so similar it would be more efficient to combine the resources from these programs to provide services. In the state of Washington the human service department contracts out the administration of its Food Stamp E&T program to the state's employment service department. At the local level, Washington's human service agencies refer eligible Food Stamp clients to the state's employment

service offices for employment and training assistance, which are located near or collocated with the state's human service offices. Still other states, like Massachusetts and South Carolina, have attempted agency or departmental reorganization as a means to achieve more efficient operations or better coordinated programs in recent years.

While special arrangements to coordinate services among overlapping programs may be more efficient than operating programs separately or in competition with one another, such arrangements can actually increase the overall costs of operating these programs. For example, as indicated previously, the JTPA, JOBS, and Food Stamp E&T programs all overlap in their targeted populations. However, each program has separate, but similar, policies, procedures, and requirements. To determine if these programs can be better integrated, the federal government is sponsoring a 4-year demonstration project, costing up to $3 million, to test the feasibility and cost of greater coordination and consistency between the JOBS and Food Stamp E&T programs.

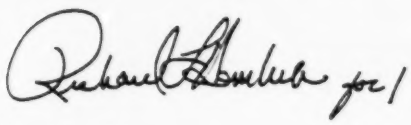
Another example of how program coordination arrangements can be costly is the establishment of coordinating councils or special positions for the overlapping programs. We identified 14 different committees or councils at the federal level with responsibilities for inter-program coordination. JTPA funds state-level coordinating councils to help coordinate the many overlapping federal programs. And, sometimes, local coordinating positions are created to oversee newly coordinated service delivery activities.

Conclusion

The federal government's commitment to providing employment training assistance to help people find jobs is an important part of meeting the challenges of increased global competition and the changing U.S. economy. However, when extensive overlap exists among programs—in goals, services, and administrative structures to deliver those services to the same target groups—needed resources can be wasted. The overlap we found among the nine programs serving the economically disadvantaged is an example of how such overlap can occur at each level of government—federal, state, and local—and potentially add administrative costs.

We did our work between February 1993 and January 1994 in accordance with generally accepted government auditing standards. As you requested, we did not obtain agency comments. We are sending copies of this report to the Secretary of Labor and other interested parties. If you or your staff have any questions concerning this report, please call me at (202) 512-7014. Other major contributors to this report are listed in appendix IV.

Sincerely yours,



Linda G. Morra
Director, Education
and Employment Issues

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Abbreviations

AFDC	Aid to Families With Dependent Children
EOC	Employment Opportunity Centers
Food Stamp E&T	Food Stamp Employment and Training
FSS	Family Self-Sufficiency
HHS	Department of Health and Human Services
HUD	Department of Housing and Urban Development
JOBS	Job Opportunities and Basic Skills
JTPA	Job Training Partnership Act
SDA	Service Delivery Area
SLMC	Student Literacy and Mentoring Corps
Voc Ed	Vocational Education

Federal Employment and Training Programs Proposed Funding Levels by Agency (Fiscal Year 1994)[a]

Dollars in millions

Agency and programs	1994 funding[b]	Primary target group served[c]
All programs (154)	**Total $24,837.7**	
Action - (3) programs	**Total: 100.9**	
Literacy Corps	5.3	
Foster Grandparent Program	66.4	(02)
Senior Companion Program	29.2	(02)
Department of Agriculture - (1) program	**Total: 162.7**	
Food Stamp Employment & Training	162.7	(01)
Appalachian Regional Commission - (1) program	11.2	
Appalachian Vocational and Other Education Facilities and Operations	11.2	
Department of Commerce - (9) programs	**Total: 220.5**	
Minority Business Development Centers	24.4	(09)
American Indian Program	1.9	(05)
Economic Development-Grants for Public Works and Development	135.4	
Economic Development-Public Works Impact Program	[d]	
Economic Development-Support for Planning Organizations	24.8	
Economic Development-Technical Assistance	10.4	
Economic Development-State and Local Economic Development Planning	4.5	
Special Economic Development and Adjustment Assistance Program-Sudden and Severe Economic Dislocation and Long-Term Economic Deterioration	19.1	
Community Economic Adjustment	[e]	
Department of Defense - (2) programs	**Total: 72.8**	
Military Base Reuse Studies and Community Planning Assistance	6.0	
Transition Assistance Program	66.8	(04)
Department of Education - (60) programs	**Total: 13,031.4**	
Even Start-State Educational Agencies	88.8	
Even Start-Migrant Education	2.7	(07)
Women's Educational Equity	2.0	(09)
Indian Education-Adult Education	4.9	(05)
Migrant Education-High School Equivalency Program	8.1	(07)
Migrant Education-College Assistance Migrant Program	2.3	(07)
School Dropout Demonstration Assistance	37.7	(03)
Adult Education-State Administered Basic Grant Program	261.5	
Adult Education for the Homeless	10.0	(08)
National Adult Education Discretionary Program	9.3	
Vocational Education-Demonstration Projects for the Integration of Vocational and Academic Learning	[f]	
Vocational Education-Educational Programs for Federal Correctional Institutions	[f]	

(continued)

Appendix I
Federal Employment and Training Programs Proposed Funding Levels by Agency (Fiscal Year 1994)[a]

Dollars in millions

Agency and programs	1994 funding[b]	Primary target group served[c]
Vocational Education-Comprehensive Career Guidance and Counseling	[f]	
Vocational Education-Blue Ribbon Vocational Educational Programs	[f]	
Vocational Education-Model Programs for Regional Training for Skilled Trades	[f]	
Vocational Education-Business/Education/Labor Partnerships	[f]	
Vocational Education-Tribally Controlled Postsecondary Vocational Institutions	2.9	(05)
Vocational Education-Tribal Economic Development	[f]	(05)
Vocational Education-Basic State Programs	717.5	(01)
Vocational Education-State Programs and Activities	81.3	
Vocational Education-Single Parents, Displaced Homemakers, and Single Pregnant Women	69.4	
Vocational Education for Sex Equity	31.1	(09)
Vocational Education-Programs for Criminal Offenders	9.6	
Vocational Education-Cooperative Demonstration	[f]	
Vocational Education-Indian and Hawaiian Natives	15.1	(05)
Vocational Education-Opportunities for Indians and Alaskan Natives	[f]	(05)
Vocational Education-Community Based Organizations	11.8	(03)
Vocational Education-Bilingual Vocational Training	0.0	
Vocational Education-Demonstration Centers for the Training of Dislocated Workers	[f]	(04)
Vocational Education-Consumer and Homemaking Education	0.0	
Vocational Education-TechPrep Education	104.1	
National Workplace Literacy Program	22.0	
English Literacy Program	0.0	
Literacy for Incarcerated Adults	5.1	
National Center for Deaf-Blind Youth and Adults	6.7	
State Literacy Resource Centers	7.9	
Student Literacy Corps	6.1	(01)
Federal Pell Grant Program[g]	2,846.9	
Guaranteed Student Loans[g]	5,889.0	
Federal Supplemental Education Opportunity Grants[g]	125.0	
Upward Bound	160.5	(03)
Talent Search	67.0	(03)
Federal Work Study Program[g]	89.6	
Federal Perkins Loan Program-Federal Capital Contributions[g]	13.0	
Grants to States for State Student Incentives	0.0	
Educational Opportunity Centers	23.3	(01)
Higher Education-Veterans Education Outreach Program	3.1	(10)
Student Support Services	110.3	

(continued)

Appendix I
Federal Employment and Training Programs Proposed Funding Levels by Agency (Fiscal Year 1994)[a]

Dollars in millions

Agency and programs	1994 funding[b]	Primary target group served[c]
Postsecondary Education Programs for Persons with Disabilities	8.8	
Rehabilitation Services Basic Support-Grants to States	1,933.4	
Rehabilitation Services Basic Support-Grants for Indians	6.4	(05)
Rehabilitation Services Service Projects-Handicapped Migratory and Seasonal Farm Workers	1.2	(07)
Rehabilitation Services Service Projects-Special Projects and Demonstrations for Providing Vocational Rehabilitation Services to Individuals With Severe Disabilities	19.9	
Rehabilitation Services Service Projects-Supported Employment	10.6	
Projects With Industry Programs	21.6	
Supported Employment Services for Individuals with Severe Handicaps	33.1	
Comprehensive Services for Independent Living	15.8	
Library Literacy	0.0	
School to Work[h]	135.0	(03)
Public Library Services	[f]	
Department of Health and Human Services - (14) programs	**Total: 2,203.5**	
Job Opportunities and Basic Skills Program	825.0	(01)
Community Services Block Grant	352.7	
Community Services Block Grant-Discretionary Award	39.7	
Community Services Block Grant Discretionary Awards-Demonstration Partnership	4.4	
Refugee and Entrant Assistance-Discretionary Grants	12.6	(06)
Refugee and Entrant Assistance-State Administered Programs	84.4	(06)
Refugee and Entrant Assistance-Voluntary Agency Programs	39.9	(06)
Community Demonstration Grant Projects for Alcohol and Drug Abuse Treatment of Homeless Individuals	[f]	(08)
Family Support Centers Demonstration Program	6.9	(08)
State Legalization Impact Assistance Grants	809.9	(06)
Transitional Living for Runaway and Homeless Youth	11.8	(03)
Independent Living	16.2	(03)
Scholarships for Health Professions Students From Disadvantaged Backgrounds	[f]	
Health Careers Opportunity Program	[f]	
Department of Housing and Urban Development - (4) programs	**Total: 303.4**	
Emergency Shelter Grants Program	51.4	(08)
Supportive Housing Demonstration Program	164.0	(08)
Youthbuild[i]	88.0	(03)
Family Self-Sufficiency Program	[f]	(01)
Department of the Interior - (2) programs	**Total: 20.9**	
Indian Employment Assistance	16.9	(05)
Indian Grants-Economic Development	4.0	(05)

(continued)

Appendix I
Federal Employment and Training Programs Proposed Funding Levels by Agency (Fiscal Year 1994)[a]

Dollars in millions

Agency and programs	1994 funding[b]	Primary target group served[c]
Department of Labor - (36) programs	**Total: 7,141.5[g]**	
JTPA IIA Training Services for the Disadvantaged-Adult	793.1	(01)
JTPA IIA State Education Programs	82.4	(01)
JTPA IIA Incentive Grants	51.5	(01)
JTPA IIA Training Programs for Older Individuals	51.5	(02)
JTPA IIC Disadvantaged Youth	563.1	(03)
JTPA IIC Disadvantaged Youth-Incentive Grants	34.3	(03)
JTPA IIC Disadvantaged Youth-State Education Programs	54.9	(03)
JTPA IIB Training Services for the Disadvantaged-Summer Youth Employment and Training Program (Regular)	1,688.8	(03)
JTPA IIB Summer Youth Employment and Training Program (Native American)	[k]	(03)
JTPA EDWAA-Dislocated Workers (Local SDA Allotment)[l]	229.5	(04)
JTPA EDWAA-Dislocated Workers (Governor's 50% Discretionary)[l]	229.5	(04)
JTPA EDWAA-Dislocated Workers (Secretary 20% Discretionary)[l]	114.7	(04)
JTPA Defense Conversion Adjustment Program	[m]	(04)
JTPA Defense Diversification	[n]	(04)
JTPA Clean Air Employment Transition Assistance	[o]	(04)
JTPA-Migrant and Seasonal Farmworkers	78.3	(07)
JTPA-Employment and Training Research and Development Projects	11.2	
JTPA Employment Services and Job Training-Pilot and Demonstration Programs	35.1	
JTPA-Native American Employment and Training Programs	61.9	(05)
JTPA Job Corps	1,153.7	(03)
Federal Bonding Program	0.2	
Senior Community Service Employment Program	421.1	(02)
Apprenticeship Training	17.2	
Trade Adjustment Assistance-Workers	215.0	(04)
Targeted Jobs Tax Credit	19.2	
Employment Service-Wagner Peyser State Grants (7a)	734.8	
Employment Service-Wagner Peyser Governor's Discretionary Funds (7b)	81.6	
Labor Certification for Alien Workers	58.6	
Interstate Job Bank	1.9	
Youth Fair Chance[p]	25.0	(03)
One-Stop Career Centers[p]	150.0	
Veterans Employment Program	9.0	(10)
Disabled Veterans Outreach Program	84.0	(10)
Local Veterans Employment Representative Program	77.9	(10)
Homeless Veterans Reintegration Project	[f]	(10)

(continued)

Dollars in millions

Agency and programs	1994 funding[b]	Primary target group served[c]
Job Training for the Homeless Demonstration Project	12.5	(08)
Office of Personnel Management - (1) program	**Total: [q]**	
Federal Employment for Disadvantaged Youth-Summer	[q]	(03)
Small Business Administration - (8) programs	**Total: 157.4**	
Management and Technical Assistance for Socially and Economically Disadvantaged Businesses	8.1	(09)
Small Business Development Center	67.0	
Women's Business Ownership Assistance	1.5	(09)
Veteran Entrepreneurial Training and Counseling	0.4	(10)
Service Corps of Retired Executives Association	3.1	
Business Development Assistance to Small Business	20.9	
Procurement Assistance to Small Business	33.7	
Minority Business Development	22.7	(09)
Department of Transportation - (1) program	**Total: 1.5**	
Human Resource Programs	1.5	
Department of Veterans Affairs - (12) programs	**Total: 1,410.0**	
All-Volunteer Force Educational Assistance	895.1	(10)
Selected Reserve Educational Assistance Program	[r]	(10)
Survivors and Dependents Educational Assistance	109.1	(10)
Vocational Rehabilitation for Disabled Veterans	245.1	(10)
Post-Vietnam Era Veterans Educational Assistance	42.4	(10)
Hostage Relief Act Program	[s]	(10)
Vocational Training for Certain Veterans Receiving VA Pension	[t]	(10)
Vocational and Educational Counseling for Servicemembers and Veterans	[t]	(10)
Service Members Occupational Conversion and Training	64.5	(10)
Health Care for Homeless Veterans	28.3	(10)
Domiciliary Care for Homeless Veterans	23.4	(10)
Housing and Urban Development/ Veterans Affairs-Supported Housing	2.1	(10)

[a]Programs identified are federally funded and designed to (1) assist the unemployed, (2) create employment and, (3) enhance employability. The programs provide assistant to adults and out-of-school youth not enrolled in advanced degree programs.

[b]The proposed fiscal year 1994 funding amounts shown in appendix I are based primarily on the President's proposed budget dated April 8, 1993. In some instances, the amount shown may have been adjusted to reflect only that portion of the program that provided assistance to adults and out-of-school youth; however, in other instances the amount shown is for the entire program even though only a portion of the program funding may go to providing employment training assistance as defined in this report.

[c]The 10 primary target groups include: (01) Economically Disadvantaged, (02) Older Workers, (03) Youth, (04) Dislocated Workers, (05) Native Americans, (06) Refugees, (07) Migrants, (08) Homeless, (09) Women/Minorities, and (10) Veterans.

[d]Economic Development-Public Works Impact: program funds included in Grants for Public Works and Development Facilities.

[e]Community Economic Adjustment: funds allocated in 1993 are used to support programs in out years until funding is depleted.

[f]Data not available at this time.

[g]Education loan program: amounts shown are estimates of loans for associate and nondegree programs, when possible to differentiate.

[h]School to Work: program proposed for fiscal year 1994. Funded at $270.0 million split evenly between the Departments of Education and Labor. Department of Education funding is from Carl Perkins Act: $15 million from National Programs-Research and Development and $120 million from Cooperative Demonstrations Program. Department of Labor funding is from the Job Training Partnership Act (JTPA).

[i]Youthbuild: program proposed for fiscal year 1994.

[j]Family Self-Sufficiency Program: job training, education, and support services are paid for by other programs such as Job Opportunities and Basic Skills Training (JOBS) and JTPA. Federal funds may be used to cover local administrative costs. For fiscal year 1993, appropriations for operating subsidies permit the payment of $25.9 million to cover the administrative costs of operating the Family Self-Sufficiency program.

[k]JTPA IIB Summer Youth Employment and Training Program (Native American): funding included in JTPA IIB (Regular) program total.

[l]The actual funding for the JTPA Title III EDWAA program was increased significantly from the budget request dated April 8, 1993. The proposed funding for substate areas of $229.5 million was increased to $537 million. The proposed funding for the EDWAA Governor's Discretionary funds were also $229.5 million, but was increased to $357 million. Similarly, the Secretary's Discretionary funds were increased from $114.7 million to $223 million.

[m]JTPA Defense Conversion Adjustment Program: funds allocated in 1991 used to support programs in out years until funding is depleted.

[n]JTPA Defense Diversification: funds allocated in 1993 used to support programs in out years until funding is depleted.

[o]JTPA Clean Air Employment Transition Assistance: no funds were appropriated for the Clean Air Act in fiscal year 1994.

[p]New program in 1994.

[q]Federal Employment for Disadvantaged Youth-Summer: program coordinated by Office of Personnel Management (OPM), but carried out by numerous federal agencies. Obligations devoted to administration not separately identifiable.

[r]Selected Reserve Educational Assistance Program: funding included in All-Volunteer Force Educational Assistance total.

[s]Hostage Relief Act Program: replaced by the Omnibus Diplomatic Security and Anti-Terrorist Act of 1986. No program funding used in any year, but available.

[a]Vocational and Educational Counseling for Servicemembers and Veterans: program funds included in other veterans programs, such as the All-Volunteer Force Educational Assistance Program.

Comparison of Authorized Employment Training Services by Five Main Areas for Nine Programs That Target the Economically Disadvantaged

Shown below are the authorized employment training services for the nine programs that target the economically disadvantaged.[1] The program activities are organized according to five main service areas. Definitions for each of the service activities are included at the end.

[1]The programs shown may, in some instances, qualify when or how a particular service may be provided. The programs may also sometimes provide an additional service beyond the 27 activities listed here.

Service area/activity	JTPA IIA[a]	JOBS	FS E&T	FSS[b]	VOC ED	EOC	SLMC	Total
I. Counseling/Assessment								
a. Outreach	X			X	X	X		4
b. Assessment	X	X	X	X	X	X		6
c. Employability plan	X	X	X	X				4
d. Monitoring	X		X	X	X			4
e. Case management	X	X	X	X	X			5
f. Post-progress review	X		X	X	X			4
g. Referral to services	X	X	X	X		X		5
II. Remedial/Basic Skills								
a. Adult Basic Education (ABE)	X	X	X	X			X	5
b. English as a Second Language (ESL)	X	X	X	X			X	5
c. High-school equivalency (GED)	X	X	X	X			X	5
III. Vocational Skills Training								
a. Classroom training	X	X	X	X	X		X	6
b. Employer-specific training and technical assistance	X		X	X	X			4
c. On-the-Job Training (OJT)	X	X	X	X	X			5
d. Workfare		X	X	X				3
IV. Placement								
a. Job creation				X	X			2
b. Job search	X	X	X	X	X			5
c. Job search training	X	X	X	X	X			5
d. Job placement	X	X	X	X	X			5
e. Work study				X	X			2
V. Support Service								
a. Child care	X	X	X	X	X		X	6
b. Transportation	X	X	X	X	X			5
c. Life skills training	X	X	X	X		X	X	6
d. Medical assistance	X			X	X			3
e. Counseling	X	X		X	X	X		5
f. Needs based payments	X			X				2
g. Transitional child care	X	X		X				3
h. Transitional medical assistance	X			X				2

[a]Includes the JTPA IIA State Education and Incentive Grants programs that authorize the same services as the JTPA IIA Adult program.

Program Service Activity Definitions

I. Outreach and Assessment

Outreach. Pertaining to an activity designed to identify potential candidates for a program.

Assessment. An evaluation, typically in-depth, of a person's employability skills, sometimes performed in the context of employment counseling.

Employability Plan. A document that details a person's overall (short-, medium-, and long-term) plans to become self-sufficient through employment. It may or may not entail an assessment being performed first.

Monitoring. An activity designed to track an individual within or between program activities.

Case Management. A group of activities, including assessment, monitoring, and referral to services, designed to assist an individual to become self-sufficient through employment.

Post-Progress Review. Follow-up of clients after they have left the program to determine their post-program employability status.

Referral to Services. Assisting an individual to become self-sufficient by guidance to other available employment and training services in the community.

II. Remedial/Basic Skills Training

Adult Basic Education (ABE). Direct educational assistance to improve basic skills in one or more educational subjects, such as math or English, including literacy training.

English as a Second Language (ESL). Instruction to non-English-speaking people to improve their facility in English.

High School Equivalency (GED) Training. Instruction or other course work designed to assist passing the GED (General Education Diploma). A certificate is awarded upon successful completion of the exam.

III. Vocational Skills Training	Classroom Training. Training in a classroom setting to assist the learning of new skills or upgrading vocational skills. Post-secondary vocational education activities would be included. Workfare. Performing work in a public service capacity as a condition of welfare program eligibility. Its primary goal is to improve employability by providing knowledge or skills needed to perform a job or group of jobs. On-the-Job Training. Training provided to an employee in occupational or other skills essential to performing a specific job or group of jobs. Such training is generally used for entry-level employment and skill upgrades. Employer-Specific Training and Technical Assistance. An activity designed to provide occupational vocational training, as well as technical assistance, to meet the human resource needs of a specific employer or of a potential employer.
IV. Job Creation and Placement	Job Creation. Retaining or creating jobs in a given economic or geographic area (economic development). It may include activities that revitalize or expand existing businesses, as well as those that generate new business enterprises or new construction. Job Search. Making a predetermined number of inquiries to prospective employers over a specified period of time. It may be mandatory or optional. Job Search Training. Providing instructions on job-seeking techniques as well as on increased motivation and self-confidence. Whether offered to individuals or groups, it includes instruction in job-seeking skills, individualized job-search plans, labor market information, and other specialized activities that facilitate the transition to unsubsidized employment. Job Placement. Identifying job openings in the public or private employer sector and referring individuals to employers with such openings. Work Study Program. Part-time employment provided in conjunction with course work in order to finance post-secondary education costs.
V. Support Services	1. Regular Support Services:

Child Care. Subsidizing the cost of child care in order to support an individual's participation in remedial/basic skills training, vocational training, or job placement.

Transportation Subsidy. Subsidizing the cost of transportation needed to attend and participate in remedial/basic skills training, vocational training, or job placement activity.

Life Skills Training. Offering individual or group training in life skills, motivation, or a related activity, which support and facilitate participation in remedial/basic skills training, vocational training, or job placement activity.

Medical Assistance. Financial support or reimbursement for medical expenses incurred by an individual or the individuals's family, thereby facilitating participation in remedial/basic skills training, vocational training, or job placement activity.

Counseling. Professional guidance in areas such as substance abuse, family conflicts, or other problems that may become a barrier to training. Such guidance is intended to assist an individual in participating in remedial/basic skills training, vocational training, or job placement activity.

Needs-Based Payments. Cash or in-kind assistance that enables an individual to participate in remedial/basic skills training, vocational training, or job placement activity.

2. Transitional Support Services:

Child Care. See "Child Care" above.

Medical Assistance. See "Medical Assistance" above.

Descriptions of Nine Federal Employment and Training Programs That Target the Economically Disadvantaged

Shown below are the descriptions of the nine federal employment and training programs that target the economically disadvantaged. Each description provides information on the purpose, eligibility criteria, and administrative arrangements for the program.

1.-3. Job Training and Partnership Act (JTPA): JTPA's overall purpose is to establish and fund programs aimed at improving the quality of the workforce and enhancing the productivity and competitiveness of the nation. Three more specific objectives include (1) to provide financial assistance to about 630 state and local service delivery areas (SDAs) to meet the training needs of low-income adults and youth and to assist individuals in obtaining unsubsidized employment, (2) to increase the funds available for programs in order to increase the percentage of eligible populations currently being served, and (3) to encourage the provision of longer, more comprehensive, education, training, and employment services to the eligible population. JTPA's Title II targets economically disadvantaged adults between the ages of 22 through 72. In general, not less than 65 percent of the participants served should be hard-to-serve individuals, defined as individuals that are basic skills deficient, school dropouts, or recipients of cash welfare payments, among others. Program administration is provided by the Department of Labor in conjunction with state and local SDAs.

Title II provides three program funding streams: (1) The Adult program provides funds aimed at preparing adults for labor force participation by increasing their occupational and educational skills, resulting in improved long-term employability, increased employment and earnings, and reduced welfare dependency. (2) The State Education program funds state education agency projects, such as school-to-work transition, literacy, and lifelong learning opportunities, and coordinates statewide approaches to train, place, and retain women in nontraditional employment. The program also supports activities related to coordinating federal programs, such as through state human resource councils. (3) The Incentive Grants program provides funds for state governors to provide SDAs that exceed established program performance standards, like placing participants in employment that exceeds performance criteria for post-program earnings.

4. Job Opportunities and Basic Skills (JOBS) program: The Family Support Act created the JOBS program to ensure that needy families with children obtain the education, training, and employment that will help them avoid long-term welfare dependency. JOBS eligibility includes all applicants for, and recipients of, AFDC; however, JOBS targets specific AFDC members, like

teenage parents and recipients about to exit the program because their children are nearing adulthood. Program administration is provided by HHS in conjunction with the states, through local welfare offices that typically administer the AFDC program.

5. Food Stamp Employment and Training: Amendments to the original Food Stamp Act established employment training requirements, and adult applicants are currently required to register for work and training. The main thrust of the Food Stamp E&T program is to ensure that nonexempt recipients fulfill some type of work, job search, or training obligation. To carry this out, agencies may require all work registrants to participate in one or more components or, with Agriculture's approval, exempt individuals because participation is judged "impractable" or not "cost effective." Program administration is provided by the Department of Agriculture, in conjunction with the states and localities, typically with the human services agency that provides the AFDC grant payment, but not always.

6. Vocational Education (Voc Ed): The Carl D. Perkins Vocational and Applied Technology Education Act created the basic state program, Title II, to make the United States more competitive in the world economy by developing more fully the academic and occupational skills of all segments of the population. The Basic State Grants are aimed at (1) professional development activities for teachers and counselors working with vocational education students, including providing inservice and preservice training; (2) developing, disseminating, and field testing of vocational curricula; and (3) assessing programs conducted under the act. Voc Ed participants are typically low-income individuals. Program administration is provided by the Department of Education in conjunction with states and localities, through public schools and other vocational institutions.

7. Educational Opportunity Centers (EOC): The Higher Education Amendments of 1992 created the EOC program to provide information, with respect to financial and academic assistance, for individuals desiring to pursue a program of postsecondary education, and to assist such persons in applying for admission, including offering outreach, personal counseling, and tutoring. EOC participants typically include individuals from economically disadvantaged backgrounds. Program administration is provided by the Department of Education in conjunction with institutions of higher education, that is, public and private agencies and organizations.

8. Student Literacy and Mentoring Corps (SLMC): The Higher Education Act of 1965, as amended, created the SLMC program to provide financial assistance to institutions of higher education to promote the development of the student literacy corps and student-mentoring corps programs. SLMC participants are typically educationally or economically disadvantaged. Undergraduates who provide their services receive class credits in return for their tutoring or mentoring assistance. Program administration is provided by the Department of Education in conjunction with accredited institutions of higher education.

9. Family Self-Sufficiency (FSS) program: The National Affordable Housing Act established the FSS program to promote the development of local strategies to coordinate use of public housing and assistance, under section 8, with public and private resources in order to enable eligible families to achieve economic independence and self-sufficiency. FSS participation is voluntary and contingent on living in a public housing program that participates in the FSS program. Program administration is provided by HUD, which requires and selects section 8 housing authorities to administer the program. In turn, each public housing agency administering an approved program may employ a service coordinator to administer the local program.

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